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Program Information

Program Name: Pre-Release and Reentry

Program Start Date : 06/01/1969

Jurisdiction Type: County

Jurisdiction Name: Montgomery County, M

Jurisdiction Unit: Department of Correctio

Jurisdiction Population: 950000

Website: n/a

Applied Previously: No

Eval Team: NULL

Essays:

1. Describe your innovation. What problem does it address? When and how was the program or policy initiative originally conceived in your jurisdiction? How exactly is your program or policy innovative? How has your innovation changed previous practice? Name the program or policy that is closest to yours. (maximum 500 words.)

The Pre-Release and Reentry Services (PRRS) Division provides effective reentry services to convicted and sentenced individuals who are within 12 months of release and who have been incarcerated in Montgomery County's correctional system. Additionally, the Division is contracted to provide reentry services to prisoners in state and federal custody who are within six months of release and who are returning to Montgomery County and the Greater Washington Metropolitan area.

PRRS requires program participants, who are referred to as residents rather than inmates, to work, pay program fees, file taxes, and address restitution and child support obligations. Each resident receives evidenced-based programs, and works with staff members to develop an individualized reentry plan that addresses their specific transitional needs including employment, housing, treatment, and medical services. Whenever possible, family members of clients are encouraged to participate in the development of the plan. Additionally, the program holds residents accountable for their location at all times, and residents only access the community with pre-approval. Through the use of the latest technologies in electronic monitoring, substance abuse testing, and by utilizing mobile teams of staff, residents are held to high standards of conduct and compliance. There is a zero-tolerance policy with regard to engaging in criminal activity, using drugs and alcohol, and unaccountability in the community. Individuals found in violation of such policies are immediately returned to secure detention and may receive new criminal charges.

This nationally-recognized program has served nearly 16,000 adult male and female offenders since its founding in the late 1960's. In a given year, the program serves over 700 clients and 82% successfully complete the program, and over 80% leave with employment and 98% with housing. Most clients reside at the 171-bed Montgomery County Pre-Release Center (PRC) which is a

modern and fully-accredited correctional facility. A smaller number of carefully selected residents are allowed to live in their pre-approved and pre-inspected homes.

As a division within the DOCR, PRRS is thoroughly integrated in the county's criminal justice system, and enjoys full support from judges, prosecutors, and defense attorneys who have come to expect that nearly all sentenced offenders in the county can benefit from the program's reentry's services. On a given day, nearly 25% of all sentenced offenders in the county system are managed by PRRS. The robustness of its policies and procedures, the quality and training of its staff, and its county-funded resources allow it to work with offenders of all types including those convicted of sex and violent crimes, and those with medical and mental health conditions. Only individuals convicted of prior escapes are automatically excluded from the program.

For almost four decades, PRRS has advanced the Department of Correction and Rehabilitation's (DOCR) 1972 charter "to implement the modern concepts of community-based corrections" in order to reduce jail overcrowding and to "materially assist the offender" from the local jail and state and federal prisons to "...adjust gradually to the community." Its development relies on a considerable body of research that demonstrates the cost-benefit and public safety advantages of releasing incarcerated individuals through a highly-structured community-based program.

2. If your innovation is an adaptation or replication of another innovation, please identify the program or policy initiative and jurisdiction originating the innovation. In what ways has your program or policy initiative adapted or improved on the original innovation? (maximum 500 words.)

PRRS was developed in the late 1960s and early 1970s during a time when the federal government was assisting jurisdictions to develop community-based transitional programs for returning prisoners. These programs were not new concepts -- the Massachusetts Prison Commission introduced halfway houses in 1817 and Wisconsin passed the first state law authorizing work release programs in 1913 -- but they enjoyed resurgent interest in states that wanted to reduce the financial burden of incarceration by putting inmates to work. Reducing recidivism was an ancillary goal. By 1975, all 50 states and the Federal Government had legislation authorizing some form of community work and educational release.

However, the evolution of the community-based transitional models in Montgomery County and the rest of the country took decidedly different paths in the remaining decades of the twentieth century. While PRRS enjoyed unwavering support from the County Council and stakeholders in the criminal justice system, interest in these programs waned in other jurisdictions which adopted more punitive approaches toward corrections that supported harsher sanctions, longer sentences, and fewer rehabilitation programs. High profile incidents such as the Willie Horton case in 1988 where a Massachusetts' inmate on a furlough program escaped and committed a violent crime in Maryland resulted in the significant retrenchment of halfway house beds and work release programs, at precisely a time when incarcerated populations in the country's prisons and jails were increasing four-fold.

With the benefit of time, support, and significant resources, PRRS evolved its program from a simple work release model run out of a jail that served only minor offenders to one of the nation's most sophisticated and strongest community correctional reentry program. Located in the middle of a thriving neighborhood, the PRRS extended its services from individuals convicted of petty crimes to those convicted of murder or suffering from mental health conditions. It developed a strong set of policies and procedures, recruited and trained a talented staff, attracted strong community support, and developed new protocols and relationships with criminal justice stakeholders that fortified its role as the primary method of release preparation in the county for sentenced offenders. Importantly, the program also had the benefit of reviewing and implementing research studies in the field that determined best practices in terms of preparing offenders for release.

In other jurisdictions, many halfway house and work release programs continue to provide a simpler programmatic model. Many work release programs continue to operate out of jails and prisons, and often accept individuals who already have employment. At PRRS, the vast majority of individuals come into the program without jobs, and finding, securing, and retaining employment are critical components of the program. Unlike PRRS, most halfway house programs are prohibited by law or departmental policy from working with offenders of higher risk including violent and sex offenders even though research studies indicate that these populations are most in need of reentry services. As a result, those jurisdictions that do continue to use halfway house programs typically have a much smaller percentage of their correctional population on these programs as compared to Montgomery County.

3. How was the program or initiative embodying your innovative idea designed and launched? What individuals or groups are considered the primary initiators of your program? Please substantiate the claim that one or more government institutions played a formative role in the program's development. (maximum 500 words.)

PRRS evolved over forty years, and was the product of a policy decision in 1972 to create a Department of Correction and Rehabilitation with two co-equal divisions: Detention services and Pre-Release services. Previously, the County's correctional services were administered by the Department of Facilities and the detention facility was little more than a jail lock-up. Both the Department's creation and its name signaled its focus on rehabilitative services, and the Pre-Release Services division – the precursor of PRRS – was charged with developing and implementing these programs.

The Montgomery County Council initiated the idea of infusing the county's correctional system with rehabilitative programming in the 1960s. County Commissioners Ida May Garret and Neal Potter were leaders in recognizing that detention services offered few rehabilitative services to the inmate population. These efforts were also strongly supported by the League of Women Voters and occurred during a time of social unrest and concern about the differential treatment of individuals by race and class.

Their work prodded then County Executive Jim Gleason to convene a large task force of public and private individuals to explore ways to develop a more progressive correctional department, and their recommendations were the foundation for the new Department in 1972. The taskforce included representatives from all of the county's criminal justice and human service agencies, non-profit organizations, business leaders, community activists, and operated in a bi-partisan fashion.

Larry Sanders, a military veteran and a former Deputy Warden of the Detention Center was recruited in 1972 as the first DOCR Director, and within six months, he hired Kent Mason as the Deputy Director of Pre-Release Services Division. Over the course of his twenty year career, Kent - also a military veteran and a student of criminology and penology – developed and expanded the Pre-Release Services Division. He is generally credited as the founder of PRRS, and developed an extensive programmatic model based on the idea of fusing the concepts of work release programs and halfway houses.

In 2005, the Pre-Release Division was renamed the Pre-Release and Reentry Services (PRRS) and many aspects of the program were updated to take advantage of new research and evidenced-base approaches in the field of prisoner reentry. For instance, new validated and standardized assessment instruments were introduced to better assess the risks and needs of the clients, and case managers were tasked with developing reentry plans based on this data. Principles of cognitive behavior therapy and motivation interviewing gradually replaced onsite talk therapy and have focused the population on developing insight into their thinking patterns, goal setting, and actions. Also, the program more fully engages community resources in response to residents with greater needs and who present greater risks, and serves as the nexus for social services including

housing, substance abuse, and mental health treatment. This mechanism further allows corrections, probation and parole, and local law enforcement to ensure that those returning are monitored carefully and appropriately.

4. How has the implementation strategy of your program or policy initiative evolved over time? Please outline the chronology of your innovation and identify the key milestones in program or policy development and implementation and when they occurred (e.g., pilot program authorization enacted by state legislature in February 2008; pilot program accepted first clients, June 2008; expanded program approved by legislature in February 2009). (maximum 500 words.)

The previous answers provide considerable detail about the evolution of the Pre-Release and Reentry Services Division over the past forty years.

In 1968, the County's reentry program was authorized by state law and began as a work release unit of the County Detention Center. That same year the county passed a law specifically defining the nature of the program and setting forth general regulations for its implementation. The "Work Release Dorm" opened in January 1969, handling up to 16 carefully selected inmates all of whom were minor offenders. Participants worked in the community during the day and returned to the Detention Center after work.

With the creation of the DOCR in 1972, the Department emphasized the development of a well-rounded community-based treatment program for offenders incorporating not only the concept of work release, but additional treatment services such as intensive individual and group counseling, use of community resources, implementation of a phased-release program, and utilization of county alcohol and drug treatment capabilities. With federal funding from the federal Law Enforcement Assistance Administration, the program was relocated to a rented building in the community; staffed with non-uniform staff. The 22-bed facility was called the Montgomery County Pre-Release Center.

In 1973 the program became coeducational and eligibility was extended to more serious offenders, felons as well as misdemeanants. To encourage the courts to use the Pre-Release Center as an alternative to the jail for more serious offenders, the state law governing sentencing authority was rewritten to allow the program to accept individuals with longer sentences that were "split" between a period of confinement and a period of probation. Other changes in the law granted the Pre-Release Center authority to handle federal probation cases and both federal and state parolees. The law also gave the program more independent discretion in admittance decisions, revocation actions, and in recommending release from the program to the court.

In 1978, the County built the 84-bed Montgomery County Pre-Release Center in Rockville Maryland on county land that was proximate to public transportation routes and to a significant number of businesses and employment opportunities. This modern and carefully designed facility was expanded twice over the next thirteen years and now has the capacity to house 171 residents.

In 1991, the program developed a home confinement program that allowed carefully screened program participants to participate in the program while living at home. Clients are still required to come into the Pre-Release Center three times a week for drug testing and case management meetings, and electronic monitoring technology is used to track their movement in the community.

From 2005-2010, several new evidenced-based practices were introduced to update the program based on new research on the effectiveness of rehabilitation programs including new assessment instruments, a new system of privileges earned by actions, new case management functions, new evidenced-base programs, and new work release procedures.

Finally, in July of 2010, PRRS was significantly reorganized due to budget cuts, and operates with

fewer senior managers and increased decision-making authority to line staff.

5. Please describe the most significant obstacle(s) encountered thus far by your program. How have they been dealt with? Which ones remain? (maximum 500 words.)

PRRS works with an increasingly challenging offender population from a public safety and reentry services perspective. In an analysis comparing program participants in 1975 with those in 2005, the percentage of felons in the program increased from 48% to 59%, the percentage of drug and alcohol offenders increased from 15% to 29%, the percentage of sex offenders increased from 1% to 9%, and the percentage of parole and probation violators quintupled from 5% to 25%. Program participants were found as older, having more extensive criminal histories, and were serving longer sentences.

PRRS has addressed the challenge of working with residents who are more willing to take risks by increasing accountability procedures across the board. The program changed its screening procedures and has significantly expanded its use of electronic monitoring technology. Staff training has increased. Also, new protocols were also established with the State Attorney's office that increased the penalties for escape through prosecution, and as a result, PRRS has one of the lowest escape rates of any community correction program.

In addition to tightening accountability procedures, PRRS also created newer and clearer incentives that rewarded program participants for compliance with the program requirements. Some of the rewards were small – increasing curfew from 10pm to 11pm for moving up in level – and others were more significant including increasing the amount of credits a participant could earn off their sentences (so called goodtime).

From a service perspective, PRRS also serves a population with greater reentry needs and this is particularly the case for female offenders. Increasingly, program participants arrive in the program with less family support, poorer work histories and educational backgrounds, and increased prevalence of medical and mental health conditions. In a snap shot taken on 7/15/10, 33.1% of program participants received medication: 16.3% for mental health conditions and 16.9% for chronic diseases. To address these issues, PRRS adopted a new approach to case management that involves developing individualized reentry plans that directly address the challenges faced by program clients, and introduced new programs as described above. In order to address the increased health needs of clients, the program hired a part-time psychiatrist in 2008 and, reclassified its full time nursing position as a nurse practitioner position which has much greater authority to diagnose and treat medical conditions, and can provide chronic care management.

Work release programming has also changed dramatically to address the needs of residents with fewer skills who face a labor market less receptive to individuals with criminal histories. The program introduced a computer-based Career Resource Center in 2006 to assist clients conduct more exhaustive computer searches, and provides more guidance in assisting program participants find and secure jobs. While the program continues to employ a "Work First" model that requires program participants to immediately find employment, the program has encouraged clients to pursue educational and training opportunities at trade schools and community colleges to advance themselves. The program also devotes significant amount of time encouraging employers to consider hiring individuals with criminal histories.

6. What is the single most important achievement of your program or policy initiative to date? (maximum 500 words.)

Pre-Release and Reentry Services' singular achievement is providing a proven model of effective transitional programming for individuals leaving confinement for almost forty years and contributing to the effective management of the county's jail population in the county. In essence, the program has stayed true to the Department's mission as defined in 1972 to utilize best

practices in community corrections to reduce jail overcrowding and to provide support for returning offenders.

The full integration of PRRS into the criminal justice system is a product of its longevity and the degree of support it enjoys from such stakeholders as judges, prosecutors, defenders, and police, and also from political leaders and from community members and organizations. There is a shared understanding that PRRS contributes directly to public safety, and that most sentenced offenders in the county will have the opportunity to complete their sentences in the program. While judges can restrict certain offenders from transitioning through PRRS, the vast majority of the bench in the Circuit and District Court place their trust in PRRS to determine whether the program can safely manage and meet the needs of returning offenders.

In the late 1980s, County policy makers began planning for the construction of a new jail and several consultant reports recommended building a 2,000 bed facility based on projections of the county's expected population growth. In 2003, the County opened up the Montgomery County Correctional Facility (MCCF) with nearly one-half of the beds projected by the earlier studies, and the PRRS Division along with the DOCR's Pre-Trial Division – which was developed in the 1990s – paved the way for constructing a smaller jail by utilizing these community correction programs. Even with a spike in gang-related incidents in the County, the jail population remains considerably below capacity, and PRRS along with the other two divisions play a daily role to manage the population.

The program has earned a national reputation and is regarded as one of the strongest and most comprehensive program of its type in the country. It annually hosts dozens of visits from other jurisdictions from around the country and a number of international delegations as well. While other jurisdictions have used work release and halfway house programs, no program has fused the two concepts better and more thoroughly. Due to the strength of the staff, policies and procedures, and statutory authority, the program works with a more challenging and diverse correctional population in a community setting than most any other program. As mentioned before, this population includes returning from the local jail and from state and federal prisons, male and female offenders, sex offenders, and violent offenders. Over its history, it has provided services to nearly 16,000 clients, and manages nearly one-fourth of the sentenced offenders on any given day.

7. What are the three most important measures you use to evaluate your program's success? In qualitative or quantitative terms for each measure, please provide the outcomes of the last full year of program operation and, if possible, at least one prior year. (maximum 500 words.)

PRRS tracks many outcome measures to evaluate the program's performance, and among the three most critical are the average daily percentage of the sentenced population in the Department served by PRRS, the percentage who complete the program, and the percentage who leave the program with housing and employment. Unfortunately, some of the data for these measures for the complete calendar year 2009 have not yet been compiled, and in order to provide accurate year-to-year comparisons, data is provided for calendar years 2007 and 2008. By November 2010, data for the 2009 calendar year will be available for review, and it is expected to vary slightly from 2008 data.

The first measure – the average daily percentage of the sentenced population in the Department served by PRRS—provides an indication of the utilization of the program to manage a significant portion of the Department of Correction and Rehabilitation's sentenced inmate population on a daily basis. In 2008, this outcome measure was 28% and in 2007, 29%. By comparison, those jurisdictions that do utilize community-based reentry programs often have a utilization number below 5%. Related measures of utilization include the average daily population served by PRRS in the calendar year (173 in 2007 and 169 in 2008)and the number of individuals transferred to the

program (591 in 2007 and 532 in 2008). The actual number of individuals served annually in the program is approximately 700 (intakes plus the program population at the start of the year).

Those sentenced inmates who are not in PRRS fall into two categories: those who will transfer to PRRS in the future and are either completing programs in jail or are waiting to meet the PRRS' statutory sentence eligibility requirement of being within one year of release; or those who are ineligible to work legally due to their immigration status, or have serious pending charges that need to be resolved on a different case from the one that they are serving their sentence. In cases where pending charges and warrants are resolved, the individuals do become eligible for PRRS.

The second measure – the percentage of program participants who complete the program successfully – provides an indicator of program compliance and health. Successful completion means that individuals are released from their period of incarceration at the Pre-Release Center; conversely, failure indicates that individuals failed to comply with the program requirements and were returned to jail from which they were released. In 2008, 82% of program participants successfully completed the program and in 2007, the comparable figure was 84%.

The final measure – the percentage of participants who leave the program with employment and housing – provides an indicator of the effectiveness of case management and work release services to address critical reentry needs. In 2008, 80% of individual left with employment and 99% left with housing plan, and in 2007, the comparable statistics are 87% and 98%. Some of those individuals who do leave the program unemployed are retired or on disability.

8. Please describe the target population served by your program or policy initiative. How does the program or policy initiative identify and select its clients or consumers? How many clients does your program or policy initiative currently serve? What percentage of the potential clientele does this represent? (maximum 250 words.)

PRRS serves convicted and sentenced offenders from the local jail and from state and federal prisons. Racially, they are 54% African-American, 31% Caucasian, 11% Hispanic, and 2 % Asian (other 2%). By gender, they are 91% male and 9% female. By offense type, 35% have committed drug and alcohol crimes, 23% property crimes, 20% violations of probation, 14% "person" crimes (violent), 5% traffic offenses, and 3% sex offenses. The median age is 32 years for men and 38 years for women, and 55% have either a high school diploma or a GED. Finally, the average stay on the program is between 105 and 120 days.

PRRS screens and approves all program participants. On a weekly basis, PRRS interviews newly sentenced inmates in the jail and screens them for eligibility into the program. Federal and state referrals are screened on paper, and interviews are conducted after their arrival into the program. The program has developed a pre-screening process that allows the court to request an assessment of an individual's eligibility for the program prior to sentencing. The process is thorough and timely. Typically, screenings occur on Tuesdays, the case reviews on Wednesday, and approved candidates are transported to the program the following Monday.

The program maintains an average daily population of between 160 and 190 program participants, and serves over 700 yearly. This represents approximately 25% to 30% of sentenced offenders in the local jail system, and almost 80% of those who meet the eligibility requirements of the program.

9. What would you characterize as the program's most significant remaining shortcoming? (maximum 250 words.)

PRRS lacks robust management information systems to run its operation more efficiently and to produce real time data analysis on program performance measures. Many of the operational practices are paper-based and date to the 1970s when the program first began. Staff members still

fill out handwritten logs of daily activities such as drug tests and personal searches, and case notes and employment information are not retrievable in electronic form. Data that is collected is usually entered into stand-alone spreadsheets for very basic databases. While these processes prove adequate to ensure that clients are fully accountable in the program, they are time consuming and make it difficult to aggregate data and provide timely analyses.

In 2005, the Department recognized the need to improve all correctional information systems across all three divisions and went through an extensive five year process to determine system requirements and to select a vendor. Currently, a new Criminal Records Information Management System (CRIMS) is being phased into jail operations, and is slated to address PRRS' needs by 2012. Because of the delays, PRRS is working internally with a Departmental database programmer to implement an interim solution that should be available by November 2010.

New informational systems will free up staff time to improve reentry services and to increase the supervision of program participants. Importantly, it will also allow the program to measure and publicize performance data on a routine basis, and to more effectively adjust the programmatic model and deploy resources.

10. What other individuals or organizations have been the most significant in (a) program development and (b) on-going implementation and operation? What roles have they played? What individuals or organizations are the strongest supporters of the program or policy initiative and why? What individuals or organizations are the strongest critics of the program or policy initiative and why? What is the nature of their criticism? (maximum 500 words.)

PRRS relies primarily on its line staff members who, with the support and guidance of managers, have played the most significant role in program development and on-going implementation and operations. Twenty-eight of the fifty PRRS staff members are Resident Supervisors and they staff the program 24/7/365. While they perform such custodial duties as conducting counts, searches, and drug testing, they also participate in the program's treatment activities. On a daily basis, they help residents with programmatic issues and provide guidance and support. Through their work, they keep the program safe, clean, and in good order, and individual Resident Supervisors have taken initiatives to better utilize electronic monitoring and video surveillance technologies.

Case Managers, who number ten, are the next largest group of line staff members at PRRS. They work closely with program participants to develop individualized reentry plans and to identify community resources that address such needs as treatment, housing, education, health, and budget. Importantly, Case Managers also work with family members of the clients to formulate action plans, and actually lead support groups for them in evenings. Currently, the program is participating in a national technical assistance grant to improve its outreach to families. Finally, Case Managers provide the initial orientation to new residents including a brief class called "Tools for Change" which is a cognitive-behavioral based treatment program.

The program's three Work Release Coordinators (WRCs) play the critical role in ensuring that program participants find and retain suitable jobs while on the program. While they provide some basic job readiness skill training during the first week of orientation, most of their work is one-on-one with residents on specific job opportunities. One of their important role is to ensure the appropriateness of the job based on skills, aptitude and offense type, and the WRCs actually speak to all prospective employers to ensure that they fully understand the program and criminal background of candidates that they are considering hiring. In 2006, the Work Release Coordinators developed a computer-based Career Resource Center to address the needs of clients to search and apply for jobs online.

Externally, the strongest supporters of program are stakeholders in the criminal justice system who fully appreciate the critical role played by PRRS. Additionally, PRRS enjoys considerable

community support and has an active Community Advisory Committee that meets quarterly. Finally, organizations such as the Urban Institute, National Association of Counties, Council of State Government, and Prison Fellowship strongly support PRRS as a national programmatic model.

In terms of critics, PRRS has few. It will occasionally receive criticism from disgruntled participants and their family members who were revoked or suspended from the program. On the case-by-case basis, PRRS may receive a critical comment from individual police officers or individual victims about its decision to accept certain individuals into the program. In every case, PRRS has been open to meeting with these individuals to discuss their concerns and the mission of the program.

11. If your program or policy initiative has been formally evaluated or audited by an independent organization or group, please provide the name, address, and telephone number of a contact person from whom the materials are available. Please summarize the principal findings of the independent evaluator(s) and/or auditor(s). If your program has been the subject of an article, book, or other publication (including web-based) produced by an independent organization or group, please provide a complete citation. (maximum 500 words.)

PRRS maintains the highest levels of accreditation in the field of corrections, and is audited triennially by the American Correctional Association (ACA) and the Maryland Commission on Correctional Standards. Further, the program is subject to quarterly monitoring visits by the Federal Bureau of Prisons.

Concerning ACA, PRRS has obtained ACA accreditation continuously since 1981. While this accreditation is not required, PRRS chooses to contract for this audit to ensure that its policies and practices are in compliance with the ACA's 35 mandatory and 209 non-mandatory standards and to achieve national recognition for its adherence to best practices. In 2008, the program received a special award for achieving 100% compliance with standards. For further information, contact the American Correctional Association at 703/224-0000. Its offices are located at 206 N. Washington Street - Alexandria, VA 22314.

The triennial audit conducted by the MCCA, which is a division of the Maryland's Department of Public Safety and Correctional Services, is a mandatory requirement of all correctional institutions operating in Maryland. PRRS also received a 100% compliance award for its last audit conducted in 2009, and the program was found in full compliance with the commission's 74 standards. For further information, contact Veronica Moore at 410-585-3830. MCCA is located at 115 Sudbrook Lane, Suite 200, Pikesville, MD 21208 - 3878

Finally, FBOP contracts with PRRS to provide reentry services to prisoners from the federal system who are returning home to Montgomery County and the Greater Washington D.C. Area. As a requirement, the FBOP Contract Oversight manager conducts quarterly visits to PRRS to interview federal residents, inspect the facility, and to review case files. The last review occurred in July, and PRRS was found again found in full compliance (meaning no "deficiencies"), and the auditor praised the program as one of the finest in the country. For further information, contact Community Correction Manager William Cimino at 301-317-3287. His office location is 10010 Junction Drive, Suite 100-N Annapolis Junction, Md. 20701.

In terms of recent publications, PRRS has been the subject to the following articles and books:

1. "Job Freedom Can the lessons of welfare reform be applied to the prison system?" John Buntin, Governing Magazine, August 2009 <http://www.governing.com/topics/public-justice-safety/Job-Freedom.html>

2. "Preparing Prisoners For Employment: The Power Of Small Rewards," Anne Morrison Piehl, Rutgers University and National Bureau of Economic Research, Civic Report No. 57 May 2009

Manhattan Institute for Policy Research http://www.manhattan-institute.org/html/cr_57.htm

3. "Prisoner Reentry: Can aid to ex-inmates significantly reduce recidivism?", Peter Katel CQ Researcher • Dec. 4, 2009 • www.cqresearcher.com

4. "Status Report: Can the Correction System Live Up to its Name? Offender Rehabilitation in America," Bruce Barron and Judy Feldman, Status Report, Institute of Politics University of Pittsburgh, November 2009

5. Life After Lockup: Improving Reentry from Jail to the Community by Amy Solomon, Jenny Osborne, Stefan LoBuglio, Jeff Mellow, and Debbie Mukamal, May 2008 (<http://www.urban.org/publications/411660.html>)

6. The Jail Administrator's Toolkit for Reentry by Amy Solomon, Jenny Osborne, Stefan LoBuglio, Jeff Mellow, and Debbie Mukamal, May 2008 (<http://www.urban.org/publications/411661.html>)

12. To what extent do you believe your program or policy initiative is potentially replicable within other jurisdictions and why? To your knowledge, have any other jurisdictions or organizations established programs or implemented policies modeled specifically on your own? (maximum 500 words.)

PRRS has been visited by hundreds of correctional agencies across the country and the world since its founding, and a smaller version of it was replicated in Mecklenburg County, North Carolina in the 1990s. The detailed elements of the program design are well developed and available including the building design, policies and procedures, and job descriptions.

There is no question that many correctional systems would benefit significantly from developing a PRRS model program. Numerous studies of federal, state, and local correctional systems find that inmates are over-classified – that is, they are occupying prison and jail beds at security levels higher than warranted – often due to the lack of available community correctional beds. This is a costly policy problem. If one considers a medium or maximum security prison cell, with its accompanying high staffing ratios, as a scarce resource, good correctional practice would reserve these beds for the truly dangerous. Increasing the number of community correctional pre-release beds can make correctional facilities safer for staff and inmates by providing much greater incentives for inmates to comply while in custody in order to have a greater chance of being "stepped down" to a community program.

Although there is a chronic shortage of community correction beds in our country, curiously many go unused on a daily basis due to poorly coordinated practices between the different correctional agencies that contract for them. While the number of prisons vastly expanded in the past 30 years, there has been no proportional increase in community correction facilities. Many non-profits and religious organizations that had operated these centers lack the financial capital required to bring them up to higher building codes and correctional accreditation standards, and some beds and facilities have been taken offline.

Over the past 10 years, there has been a sea change in attitudes toward reentry programs partly due to a better understand of the collateral effects of releasing large number of poorly prepared offenders back into the community and more directly due to the escalating costs of corrections in a time of shrinking government budgets. Federal funding has encouraged policy makers and correctional administrators to develop and implement new programs, but most of these efforts have concentrated on new programs within jails and prisons.

The challenges of developing a PRRS model are more political than programmatic as it requires jurisdictions to assume some level of risk of managing offenders in the community who otherwise would be incarcerated. The Second Chance Act of 2007 which was signed into law in April of 2008

and two pieces of pending legislation – Community Corrections Improvement Act and the Justice Reinvestment Act – may ultimately encourage jurisdictions to take the risk of increasing community beds, and if they do so, they will be best served by PRRS' strong and robust model.

13. What is the program's current operating budget? What are the program's funding sources (e.g., local, state, federal, private)? What percentage of annual income is derived from each? Please provide any other pertinent budget information. (maximum 500 words.)

The approved FY'11 operating budget for PRRS is \$6,708,108, and the program is fully funded by the County. It generates over \$2 million in revenue from its contractual arrangements with the Federal Bureau of Prison, the State Division of Correction, and resident program fees, and these funds go directly into the County treasury. In FY'11, PRRS also has a capital budget of \$233,000 to begin the design work of the renovation of the Pre-Release Center's kitchen.

14. Has the program or policy initiative received any awards or other honors? If so, please list and describe the awards or honors and the sponsoring organizations. If no, please indicate "not applicable" below. (maximum 500 words.)

1. "An Exemplary Project," Law Enforcement Assistance Administration, June 1978. This designation was given to one of 25 innovative programs in the country.
2. ACA Accreditation Awards and certificates dating to 1981 (see above)
3. MCCS Accreditation Awards and certificates dating back to 1978
4. National Association of Counties Achievement Awards (2006-2010)
 - a. Drug testing practices
 - b. Career Resource Center
 - c. Faith-based Mentoring Program
 - d. Winning Fathers Program
5. Hosted a visit from Senator Cardin from Maryland (November, 2009) in preparation for his Judiciary subcommittee's hearings on reducing recidivism at the local level. The Division Chief was invited to present testimony at the hearing about the PRRS program model.
6. Selection for Close to Home Technical Assistance Award, March 2010: one of two jurisdictions in the country selected in a federally-funded technical assistance award program that assists facilities develop greater outreach to family members as part of the reentry process. The award is administered by the Vera Institute based in New York City.

15. Has the program received any press or other media coverage to date? If yes, please list the sources and briefly describe relevant coverage. If no, please indicate "not applicable" below. (maximum 500 words.)

See references to articles in the answer to question 11. In 2009 and 2010, PRRS has received several favorable press stories in the Washington Post and the Montgomery County Gazette related to grants and awards received and to a high profile resident that received PRRS services in April and who successfully completed the program.

16. Please attach an organization chart to show the current number, responsibilities, and reporting relationships of key program employees or staff. (maximum 1 page. Any additional materials attached will be discarded.)

Montgomery County Department of Correction and Rehabilitation Pre-Release and Reentry Services Division

